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# Procedures, responsibilities and guidelines for the effective closing of military installations

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# PROCEDURES, RESPONSIBILITIES, AND GUIDELINES FOR THE EFFECTIVE CLOSING OF MILITARY INSTALLATIONS

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**United States Navy**

A Master's Report Presented to the Graduate Committee of the Department of Civil Engineering as Partial Fulfillment of the Requirements for the Degree of Master of Engineering

University of Florida

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# TABLE OF CONTENTS


LIST OF ACRONYMS and DEFINITIONS..... iv

ABSTRACT..... 1

BACKGROUND AND HISTORY..... 2

Goals..... 4

BASE REUSE PROCESS OVERVIEW..... 6

Phase I: Base-Wide Reuse Planning..... 6
Phase II: Decision Making..... 11
Phase III: Implementation..... 12

DISTRIBUTION OF REAL PROPERTY..... 14

DoD and Federal Agency Requests..... 14
Surplus Property..... 15
Redevelopment Plan and Homeless Assistance Application..... 16
Stewart B. McKinney Homeless Assistance Act..... 19
Suitability to Transfer..... 20

PERSONAL PROPERTY..... 22

The Inventory Process..... 22
Not Available for Reuse..... 23
Not Needed for Redevelopment..... 24
Methods to Transfer Personal Property..... 24

LEASING FOR REUSE..... 27

Leasing Guidance..... 27
General Leasing Procedures..... 29

MAINTENANCE OF THE INSTALLATION..... 31

Maintenance Period..... 32
Maintenance Responsibility..... 32
Actual Maintenance Provided..... 33

ECONOMIC DEVELOPMENT CONVEYANCES (EDC)..... 35

EDC Application..... 35
Terms and Conditions of the EDC..... 37
Financing..... 38

PERSONNEL MANAGEMENT..... 40

Programs for Civilian Personnel..... 40
Suggestions for Managers..... 42

CASE STUDY: NAVAL TRAINING CENTER ORLANDO, FL..... 43

NTC Background Information..... 43
The NTC Reuse Commission..... 44
Development of the NTC Reuse Plan..... 45
Community Involvement..... 46
Other Important Aspects Considered..... 47
Environmental Baseline Survey..... 48
BRAC Cleanup Plan..... 49
The Final Plan..... 50
Reuse Plan Evaluation: Economic and Financial..... 51
LRA Implementation of the Reuse Plan..... 52

CONCLUSIONS AND RECOMMENDATIONS..... 53

BIBLIOGRAPHY..... 58

APPENDIX A..... 60

APPENDIX B..... 62

## LIST OF ACRONYMS, ABBREVIATIONS and DEFINITIONS

| ABBREV | DEFINITION |
|---|---|
| BRAC | Base Realignment and Closure |
| BCT | BRAC Cleanup Team |
| CERFA | Community Environmental Response Facilitation Act |
| DoD | Department of Defense |
| DRMO | Defense Reutilization and Marketing Office |
| EA | Environmental Assessment |
| EBS | Environmental Baseline Survey |
| EDC | Economic Development Conveyance |
| EIS | Environmental Impact Statement |
| FONSI | Finding of No Significant Impact |
| FOSL | Finding of Suitability to Lease |
| FOST | Finding of Suitability to Transfer |
| HHS | Department of Health and Human Services |
| HUD | Department of Housing and Urban Development |
| LRA | Local Redevelopment Authority |
| NAF | Non-Appropriated Fund |
| NEPA | National Environmental Policy Act |
| QDR | Quadrennial Defense Review |
| RAB | Restoration Advisory Board |
| ROD | Disposal Record of Decision |

# ABSTRACT

A shrinking military force coupled with budgetary constraints during the last 10 years has had a drastic effect on the operations of bases for all branches of the United States military forces. These factors have resulted in the decision to close many military bases in an effort to save tax-payer dollars, thus, helping the multi-billion dollar defense deficit that has accumulated. A Base Realignment and Closure (BRAC) committee was established to perform an extensive study on which bases should be considered for closure and this list was submitted to Congress. Eventually, lists were formulated which depicted the bases to be slated for closure. As a member of the Civil Engineer Corps (CEC) in the U.S. Navy, the issue of base closure is of particular interest because CEC officers are selected to assist in the necessary actions to completely close down the installation.

This master's report will study the entire process of base closure. A brief history will first discuss the reasoning for initiating the process and the obstacles involved in getting started. The main portion of this report will be dedicated to the next section which will examine the actual actions that must be followed in closing a base and the coordination that is involved, and essential, with local authorities. A conclusions and recommendations section at the end of this report discusses the overall status of base closures and some of the important decisions that must be made in the process. All of the information presented can be used for all of the military departments (Navy, Army, and Air Force). Finally, the report will provide a recent case study of a base that was identified for closure in 1993, Naval Training Center (NTC) Orlando, Florida.

## Background and History

Most military people are aware of the Base Realignment and Closure Commission (BRAC) that was established in the late 1980's to recommend installations for realignment and closure. Many people are not aware, however, that in the early 1960's many bases were closed by the Secretary of Defense, Mr. Robert McNamara, in an effort to reduce military overhead. Then, in the early 1970's, hundreds more bases were closed in response to the end of the Vietnam War. These closures were performed independent of Congress which resulted in some accusations being made that some bases were closed by the executive branch in order to punish uncooperative legislators. As a result, in 1977 Congress passed Section 2687 of Title 10, United States Code (OAS of the Army, p. 4, 1991). This required that the Department of Defense had to properly notify Congress if a base were to become a candidate for closure and applied the National Environmental Policy Act (NEPA) to recommendations for a base's closure (Base Closure Directorate, p. 1.2, 1993).

Continuing with the history of military base closings, in 1983 private consultants were retained by the government to provide the President with a comprehensive study on cost control. These consultants, known as the Grace Commission, recommended that improvements in the national defense could be achieved, and costs reduced, by finding a more efficient military base structure. Their work just touched the surface by pointing out the problem, so they further recommended that an independent commission be appointed to study the issue in detail. Nothing substantial happened until 1985, when Senator Barry Goldwater asked the Secretary of Defense to compile and submit a list of

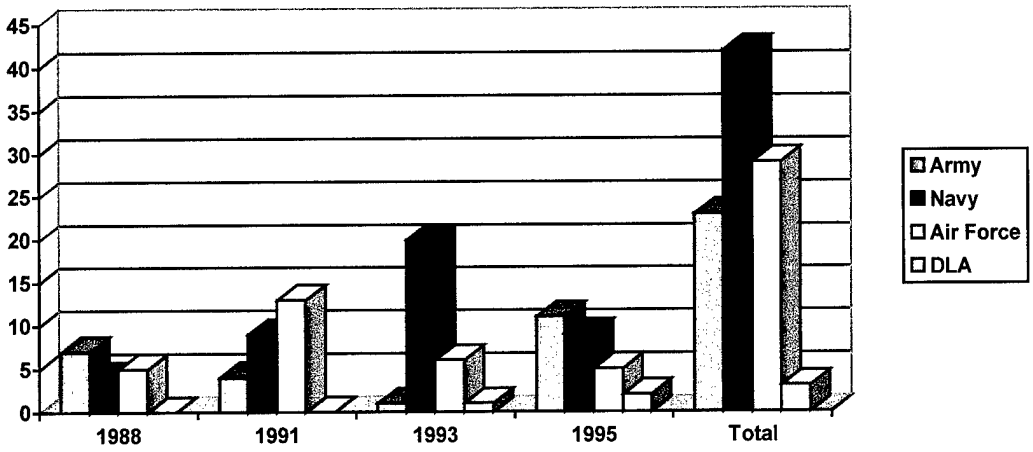
bases for possible closure. The Secretary of Defense, Mr. Caspar Weinberger, submitted a list of 22 bases, at which time a hearing was held to discuss the proposed closures but no further action was taken.

Although the idea of base closures and restructuring had been discussed for several years, nothing permanent had been initiated as of 1988. As a result, on May 3, 1988, the Secretary of Defense (Mr. Frank Carlucci) chartered the Defense Secretary's Commission on Base Realignment and Closure. Their task was to study the structure of U.S. military bases and, then, to submit their recommendations for the realignment and closure of the military installations. Public Law 100-526, the Defense Authorization Amendments and Base Closure and Realignment Act, which allowed for the execution of these base closures and realignments, was signed by President Reagan in October of 1988 (OAS of the Army, pp. 4-5, 1991).

As a result of the above legislation, the Defense Base Closure and Realignment Commission was convened to provide recommendations in four separate years: 1988, 1991, 1993, and 1995. The recommendations for closure and/or realignment were based on criteria such as mission, land/facilities availability, contingency/mobilization requirements, cost/manpower implications, return on investment, local economic impact, impact on community infrastructure, and environmental impact (Base Closure Directorate, p. 1.3, 1993).

The four rounds of base closures resulted in a total of 97 bases that were approved for closure. It should be noted that the tasking of the BRAC committee was restricted to only domestic installations so no overseas bases have been identified for closure. The 97 bases is a large number of installations considering the total number of major domestic

installations is 495 (20% selected). A summary graph of the number of bases approved for closure by year and service is as follows:




The above numbers represent only full base closures so bases approved for realignment or partial closures are not included. Appendix A lists the actual bases approved for closure in each of the BRAC rounds (United States General Accounting Office, 1997).

**Goals:**

The purpose of the BRAC process is to reduce the federal defense deficit by saving tax-payer dollars through closing military installations that are no longer required or reshaping bases so they operate in a highly efficient manner. In closing these bases, it is necessary for the Department of Defense (DoD) to complete the required actions quickly in order to maximize costs. In many cases, military installations will be reused by local authorities so it is also a priority of the DoD to assist these communities in this difficult task. Some of the goals associated with this effort are as follows:

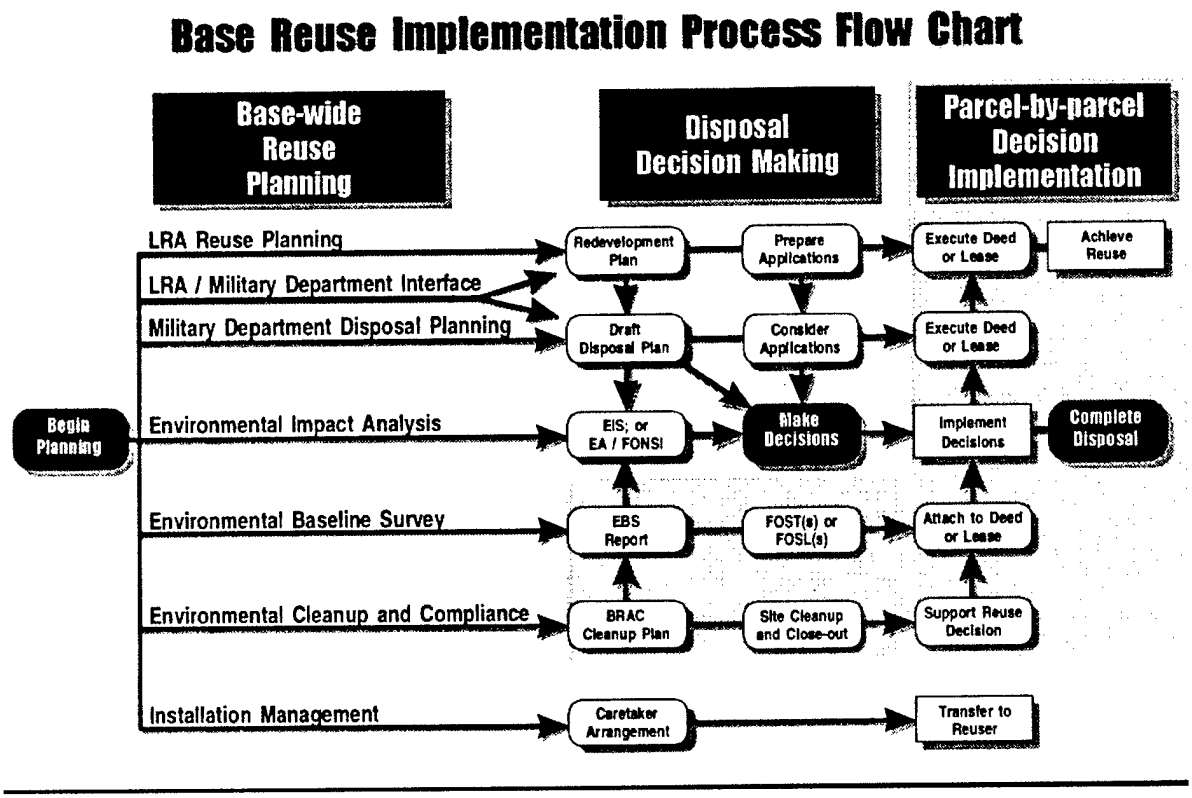
- Bases should be closed rapidly while supporting the ability for effective reuse and redevelopment for the local community.

- If feasible, property that is no longer required by the military should be transferred to the local community through appropriate methods so that the property can be used productively. This "Win-Win" situation aids the community with rapid economic recovery while saving money for the DoD in anticipated caretaker costs.
- Environmental cleanup is to occur quickly and without delays in order to prepare bases for transition while protecting human health and the environment.
- The Local Redevelopment Authority (LRA) for the community should be assisted in obtaining available personal property from the installation that may be beneficial in their redevelopment plan.

The work associated with closing and preparing a base for reuse is by no means routine or common. Although many bases were closed in the 1960's, base closure processes were not strictly defined and many factors must be considered in achieving a successful endeavor. A solid working relationship with members from the LRA is essential to a smooth process. This relationship can be enhanced by trying to consider the needs and desires of the local community in making decisions. It is also important to be a creative problem solver as each military installation carries its own unique issues. The answers to questions are not always written in guidelines or regulations so innovative ideas and approaches must be examined in determining the right choices (OASD for Economic Security, pp. 1.1 - 1.3, 1995).

# BASE REUSE PROCESS OVERVIEW

Once an installation has been identified and approved for closure, the actual reuse plan can begin to be implemented. Many major events and actions will be occurring concurrently. All of these actions are contained within three phases as illustrated below:




## *PHASE I: Base-Wide Reuse Planning*

As expected, this stage may be the most important as planning by the Local Redevelopment Authority (LRA) and the military department will form the basis for future decisions. It should be noted that the term "military department" is used throughout this

report and refers to the particular service (Navy, Army or Air Force) of the installation being closed. It is during this phase that the LRA is established and recognized by the Department of Defense. The LRA is usually a State or local government, or an instrumentality of a State or local government. Once formed, the main component of planning for the LRA is the preparation of a comprehensive land-use and redevelopment plan. In accomplishing this task, they must consider community needs but still be able to attract prospective property users. It should be noted that much assistance is available to local communities to complete its necessary functions such as the *Community Guide to Base Reuse.* This guide provides a comprehensive guideline to support the LRA and provides detailed information to help them throughout the reuse process.

During the same period that the LRA is putting together its plans, the military department has its own tasks to consider. The main areas of concentration are environmental and property. The property aspect is relatively straight-forward and deals with installation and personal property that must be inventoried and considered for reuse by either the LRA or other government facilities. It is no surprise that the environmental aspects of this phase are much more cumbersome (OASD for Economic Security, pp. 2.1 - 2.3, 1995). Legislation was passed that required cleanup to occur quickly so that property could be transferred and start its reuse. An important step that was taken in this regard was the formulation of a BRAC account to fund the environmental restoration on closing bases. With this measure, closing bases would not have to compete for cleanup funds with active installations (Pirie, p. 1.1, 1998). The military must adhere to the National Environmental Policy Act (NEPA). This is accomplished by performing environmental impact analysis in order to determine the potential impacts from disposal

methods, possible alternatives, or mitigation actions. Included in this process is the examination of natural and cultural resources to ensure that such areas are being protected to the extent required by Federal and State agencies. Under NEPA, areas for disposal may be categorized into one of the following:

1. Categorical Exclusion - This is most commonly used when the area of land is to be transferred to another federal agency or military department.
2. Finding of No Significant Impact (FONSI) - An Environmental Assessment (EA) is conducted and if the results indicate that the disposal action will not significantly affect the environment then the FONSI is prepared.
3. Disposal Record of Decision (ROD) - This process first starts with the EA. If the EA determines that the FONSI is not warranted then an Environmental Impact Statement (EIS) is prepared. The EIS process involves the opportunity for interaction from the public so it can take up to 12 months to finish. Once the EIS is complete, a ROD is issued which explains the disposal action that has been selected and all the circumstances that have been considered in reaching this decision.

It should be noted that it is DoD policy that the LRA's redevelopment plan will be followed if possible in determining disposal actions. In other words, the extent of environmental action for a particular property will be determined by the land use as specified in the redevelopment plan. Plan modifications may be required by the LRA if reasonable alternatives for disposal and reuse of the base are not presented. As a result, it is important for the LRA and the military to have a good working relationship so that issues and discrepancies can be dealt with in a timely fashion (OASD for Economic Security, pp. 2.6 - 2.8, 1995).

Another one of the important reuse planning activities is the BRAC Environmental Process. This process includes conducting Environmental Baseline Surveys (EBS) to determine existing conditions and determining environmental impacts that potentially could result from related disposal actions. Effective communication between the LRA and the military department is crucial to ensure that the reuse planning conducted by the LRA is compatible with environmental conditions. Knowledge of the community's future plans can be implemented into the environmental program so that given areas are cleaned to appropriate levels for the planned use. For each base that will eventually transfer property to the local community, a BRAC Cleanup Team (BCT) is designated. The LRA's environmental team will work closely with the BCT to discuss future land uses and cleanup actions. The BCT is a vital part of the process as they basically coordinate and manage all the environmental programs in place and develop new strategies as required to best meet the needs of both the military and the LRA. Included in this process is a Bottom Up Program Review which investigates all past, present, and planned environmental programs at the installation. The BCT continues in this management role during the environmental process until the site is closed.

In addition to the designation of a BCT, the BRAC Environmental Process also calls for the establishment of a Restoration Advisory Board (RAB) for each base that will transfer land to the local community. The members of this board are composed of those individuals with a vested interest in the happenings of the land, i.e. community and installation members. The purpose of this board is to give the community an opportunity to be directly involved in the cleanup activities as they are occurring at the installation. Members are actually given the opportunity to review restoration documents and provide

feedback to regulatory agencies and installation decision makers. Installation members serve as direct liaisons to the community through this unique forum and must always be prepared to meet with the community to discuss important environmental restoration issues. The goal of this framework is to better understand the community's needs and desires, to help the community better understand the efforts of the installation, and to gain stronger support from the community by illustrating genuine concern and efforts to help them. DoD fully supports the RABs and their work as evidenced by the guidelines published for the proper establishment and operation of such forums (OUSD for Environmental Security, pp. 1.1, 2.2-2.3, 4.33, 1993).

Another aspect of Phase I planning for reuse concerns the timely identification of land that is not contaminated. This task is performed in support of the Community Environmental Response Facilitation Act (CERFA) and must be accomplished within 18 months of the date of approval for closure or realignment. The process for an area to receive this "clean bill of health" involves federal agencies such as the EPA and requires specific documentation. An EBS must first be performed and it is used by the BCT to support a Finding of Suitability to Transfer (FOST) or a Finding of Suitability to Lease (FOSL). Once the FOST or FOSL is successfully achieved, the property can start the process for immediate reuse.

Installation management forms the final part of Phase I planning. Installation management refers to the public works functions that must be performed on a daily basis to keep the base functioning. These functions include utilities, facilities maintenance, road maintenance, etc. Of course, these functions will eventually be the responsibility of the property recipient if the land is transferred, or the functions may eventually not be

required if the facilities are disposed. With this in mind, it becomes obvious that it is in the best interest of the military to transfer these assets as soon as possible in order to avoid these ongoing maintenance costs. If the base reaches its closure date and the land has not been transferred, then the military will have to enter into a caretaker status to continue to maintain the infrastructure of the installation. This translates into added costs of operation. This topic will be discussed in detail in a later section of this report.

***PHASE II: Decision Making***

After the LRA has produced its redevelopment plan and the military has finished its reuse planning as described in Phase I, it's time to start making decisions. After reviewing the LRA's redevelopment plan, the military department issues its final disposal decisions. For each parcel to be transferred, a disposal ROD is developed to describe to the public the decisions that have been made.

Another important aspect that occurs in this phase concerns specific property conveyances. Public purpose conveyances can receive discounted conveyances of property from the disposal agency. They must submit an application and the military department makes the decisions during this phase. Some examples of public uses are:

- Wildlife conservation.
- School, classroom, or other educational purposes.
- Public park or recreation area.
- Correctional facility.
- Public airport.

The process for public purpose conveyances must be timely. The disposal agency first sends a Notice to Public Agencies of Surplus Determination. This notice states the

amount of land that is available, outlines the information required, and sets a due date for the application. The main information required from the public agency is the intended purpose of the land. They first respond that they are interested and then they are given extra time to develop and submit a formal application. Once the formal application is received, the disposal agency will coordinate their review and determination with the proper office involved. For example, if the public conveyance is for education then the review will be coordinated with the Department of Education. The final determination will greatly be influenced by the redevelopment plans of the LRA. It is the responsibility of the military department to ensure that reuse plans do not conflict with each other.

***PHASE III: Implementation***

After all disposal decisions have been made, the implementation phase can begin. Land that has been identified to have environmental remedial actions will proceed as required. It should be noted that even though such remedial actions are taking place, the land can be transferred to another Federal agency. For other entities, the property would be leased until the remedial actions are complete, as the deed cannot be transferred until all environmental actions have been properly completed. As the property becomes available, it can be transferred by deed for civilian reuse. The methods that can be used to transfer property fall into one of the following property conveyances:

1. Federal Agency Transfers - This would be to another organization within the Federal Government (non-DoD). The organization receiving the land must pay the military department the full fair market value of the property, although they may receive the land for free under certain circumstances.

2. Public Purpose Conveyances - As discussed in Phase II, a public agency may receive the land if they are approved through the application process. The land is received at a substantial discount.
3. Homeless Assistance Conveyances - This process goes through the Secretary of Housing and Urban Development (HUD) in accordance with the Base Closure Community Redevelopment and Homeless Assistance Act of 1994. The LRA submits the application to request the land for this use and, if they are granted the land, the LRA is responsible for monitoring its implementation. There is no cost associated with this land.
4. Negotiated Sales - Such sales might be to public agencies or other qualified entities. The sale is negotiable, however, the military department must receive not less than the fair market value.
5. Advertised Public Sales - These are sales to private parties that submit the highest bid. The bid must be for at least the fair market value.
6. Economic Development Conveyance (EDC) - The closure of a base can greatly impact the economic situation of a community so the purpose of this conveyance is to create jobs and revitalize the community. The land can be sold for less than the fair market value (this important conveyance is discussed in detail later in this report).
7. Conveyances for the Cost of Environmental Remediation - This occurs when a party enters into an agreement to pay the costs of the required remediation. The total cost for the property can not be less than the fair market value of the land.

(OASD for Economic Security, pp. 2.9 - 2.13, 1995).

## Distribution of Real Property

The previous section outlined the overall reuse process. The next few sections discuss in detail some of the important aspects of that reuse process, starting with real property. After a military installation has been selected for closure or realignment, it becomes an immediate priority to begin the process of identifying the real property that will become available. Real property is defined by the military as those items that are not easily movable such as buildings, roads, etc. The economic recovery of the community is dependent upon the reuse process moving quickly so the process for transferring real property starts fast.

### DoD and Federal Agency Requests:

Within the first 6 months, the military department is required by law to identify which real property assets are to be utilized by the DoD or other Federal agency. In order to meet this time-frame, a Notice of Potential Availability, which lists the property and facilities that will potentially become available for transfer, is distributed upon the President's submission of the recommended list of base closures to Congress. Obviously, installations are aware that they are going to be on a closure list so they will have already started the inventory process for creating this notice. Public entities are authorized to review this notice. Then, within one week of the date of approval for closure, an official Notice of Availability is distributed. This notice is intended to accurately list the real property that will be available for transfer. Within 30 days, any DoD component or Federal agency that is interested in the real property must submit a written expression of

interest, explaining the intended use. Then, within 60 days, a request to transfer the real property must be submitted to the military department. As one might expect, the DoD components and Federal agencies are given the first priority in selecting real property for reuse. These agencies are, however, highly encouraged to consult with the LRA to discuss their redevelopment plans and the impacts that might occur. Effective communication is essential throughout the entire process.

As previously stated, the request that is submitted for the transfer of real property must be received within 60 days. This request must be complete in its information and standard paperwork. The type of information required deals with the requesting organization stating that the real property asset will serve as an economic benefit, that a new program is not being initiated, and that the need cannot be met with existing property. Many aspects are considered as the military department reviews these requests. The criteria is very straight-forward and mainly deals with deciding if the request efficiently utilizes the property and is in the best interests of the Federal Government. Comments from the LRA are also a strong consideration in the final decision making process. Every effort should be made by the military department to make all final decisions within 100 days of the Notice of Availability. Extensions may be granted under special circumstances only.

**Surplus Property:**

All real property that remains after the above process with DoD components and Federal agencies is classified as surplus property. The next step will be to provide information on the surplus property to the LRA and HUD. At the same time, information

of the surplus property should be published in other sources such as the Federal Register and local newspapers. As per the Redevelopment Act of 1994, the LRA must receive all notices of interest from State and local governments, representatives of the homeless, and other interested parties. The LRA will receive assistance from the military department and others in performing outreach efforts to identify interests in the surplus property. Steps are taken so that interested parties are given the opportunity to tour the base and evaluate the surplus property. In general, the surplus property process starts when the information is published in the Federal Register and notices of interest are required within 3-6 months, as set by the LRA.

The requirements for submitting a notice of interest include the name of the organization, the specific property of interest, and the planned use. For representatives of the homeless, in addition to this information, they must also discuss the time-frame for the particular program that is being supported by the property, the financial status for implementation, and the capacity for accomplishing the program.

**The Redevelopment Plan and Homeless Assistance Application:**

Within 9 months after the deadline for the notices of interest, the redevelopment plan should be complete so that the LRA can submit it, along with the homeless assistance submission, to HUD and the military department. Before submission of the homeless assistance conveyance, at least one public hearing must be held to give the public an opportunity to comment. These comments form a part of the submission.

The contents of the redevelopment plan vary from one LRA to the next. Although the plan is specific to the needs of the particular community, the following items most likely will be present:

1. Clear statement of the impact from the closure.
2. Examination of the health of the local economy.
3. Short and long term goals of the community.
4. Proposed land uses and the specific conveyance method for reuse.
5. Marketing strategy for attracting private sector entities.
6. Requirements for infrastructure and their financing.
7. A comprehensive implementation strategy.

In accomplishing an effective redevelopment plan, a combination of land uses and conveyance methods should be used to adjust to the community's economic environment.

The purpose of the Homeless Assistance application is to show the extent to which the LRA has planned to aid the homeless in the near vicinity. The application must discuss the property that has been selected and the functions that will be executed for the homeless. If the LRA did not specify property for a particular notice of interest, then they must explain their reasoning for this decision. Also, the application must discuss the integration of the proposed homeless plans with the needs of the community. Also, if a local plan exists which discusses the longer-term goals for the homeless, the application must discuss the ways in which the plans integrate with each other (OASD for Economic Security, pp. 3.1 - 3.14, 1995).

Once the redevelopment plan and the Homeless Assistance Application have been received, HUD must complete its review within 60 days. This review basically ensures

that the LRA has taken the appropriate steps in completing the application, has consulted with the proper representatives of the homeless, and has thoroughly attempted to integrate homeless needs into the redevelopment plan. During the review process, HUD may discuss the issues with the LRA and give them an opportunity to make any revisions if necessary. Upon completion of the review, HUD will provide their results to the LRA and the military department. If the application is determined to not meet the required plans for the homeless, details in the summary of the review will indicate the deficiencies and will indicate the necessary actions for the application to be approved (Gotbaum, p. 5.5, 1994).

If HUD determines that revision of the application and redevelopment plan are required, the LRA will have 90 days to revise and resubmit. HUD is then given another 30 days for the review of the revised information. The revised plans will most likely be approved the second time but if not, a new process starts. In the new process, HUD goes directly to the homeless representatives for their input. Theoretically, these same individuals were contacted by the LRA during the initial application process. The homeless representatives are basically asked the same questions that were required to be submitted by the LRA, i.e. what property is requested, which homeless programs will be initiated, what are the homeless assistance requirements, how these plans correspond with the local long-term homeless plan, etc.

Once the revised application has again been completed, it is sent to HUD and they have 90 days to review. The review will consist of the same elements discussed previously. With the approval of this application, HUD will notify the LRA and the military department of the facilities and property that will be transferred to meet the

homeless needs. There is no cost associated with facilities and property disposed of and transferred for these homeless needs. It becomes the responsibility of the LRA to implement the plans that have been accepted for the homeless. If property utilized for homeless assistance reverts back to the LRA at some point later, the LRA should make a good faith effort to use the property again for homeless assistance, but there is no written requirement stating that they must do it.

Upon approval of the LRA's redevelopment plan, Federal sponsoring agencies should be formally notified of the availability of surplus property for their screening under the Federal Property Management Regulations. These agencies will make recommendations concerning the user of the facilities, based upon the LRA's recommendation of the function for the facility. Public and non-profit parties will then be notified by these Federal agencies. Interested parties must fill-out applications as per the requirements of the sponsoring Federal agency and submit the completed forms to them. Although the military department is the final approving authority, the decision is based heavily upon the recommendations of the LRA and the particular Federal agency. As expected, nearly all recommendations and decisions are made with respect to concurrence with the approved redevelopment plan.

**The Stewart B. McKinney Homeless Assistance Act:**

The Redevelopment Act, which defines the procedures discussed above for actions associated with homeless assistance, applies to BRAC 95 bases. The LRA for BRAC 88, 91, and 93 bases had the option of complying with this act. The other option was to comply with the McKinney Act. This section will briefly discuss the procedures required

for the identification of real property in regards to homeless assistance under the McKinney Act. The following timeline is used to outline the requirements:

| Time-frame | Description of Action |
|---|---|
| Start | Military department submits list of surplus property to HUD |
| 0 - 60 days | HUD publishes list of suitable properties in the Federal Register |
| 60 - 120 days | Representatives of the homeless submit notice of interest to the Department of Health and Human Services (HHS) |
| 120 - 210 days | Formal application submitted to HHS after the notice of interest |
| 210 - 235 days | HHS review period for the completed application |

As expected, the military department shall take no final disposal action or allow reuse of property for surplus property which HUD has identified as suitable for homeless assistance until all appropriate actions and time periods have ended for representatives of the homeless to secure the property. For property that remains after the above process, the LRA has one year to incorporate the property into the redevelopment plan. If they do not implement the property into the plan during this time-frame, then the property will again be published in the Federal Register by HUD as property available for homeless assistance (OASD for Economic Security, pp. 3.14 - 3.24, 1995).

**Suitability to Transfer:**

To complete this section on real property, it is helpful to understand the efforts that the DoD has made in an attempt to declare that the property is environmentally suitable for

transfer. They have created a program to help in the preparation of required environmental documentation for ensuring the timely transfer of property on which hazardous substances or petroleum products may have been stored, released or disposed. The required documentation is used in an effort to formulate a Finding of Suitability to Transfer (FOST) for the property in question. This process is broken down into the following six steps (OADSD for Environmental Cleanup, pp. 1-8, 1996):

1. Notification to Regulatory Agencies- State and Federal agencies are notified that the process is starting. These agencies are involved in the environmental review process.
2. Evaluation of the Property - All pertinent information is gathered for the property so that the environmental condition of the property can be determined.
3. Determination of Suitability - The determination is completed and the draft FOST is prepared if appropriate.
4. Notification to Sign - The regulatory agencies and the public are notified of the intent to sign the FOST. The draft is mailed to these entities.
5. Signature - After addressing any concerns, the draft FOST is sent to the appropriate senior service official for signature.
6. Notification of Signing - The public is notified that the FOST has been signed. It should be made available to the public upon request.

## Personal Property

In conjunction with the real property procedures, the military department must also handle the transfer of personal property. In very general terms, personal property can be thought of as those items that are not real property, i.e. those items that are movable such as desks, chairs, computers, tables, office supplies, filing cabinets, etc. Some of this personal property will still be required by the military to carry out its operation. On the other hand, much of this property can greatly help the local community's economic recovery. As a result, the process of personal property distribution must be performed fairly while giving considerations to many important factors.

Once again, effective and continuous communication between the installation commander and the LRA is essential. As personal property decisions are made, the LRA should be informed to aid in their planning. Personal property inventories (discussed below) should be forwarded to the LRA as they become available. It may prove beneficial for the LRA if they are allowed to walk-through the installation with the inventory team (OASD for Economic Security, pp. 4.1 - 4.3, 1995).

### The Inventory Process:

An inventory of all property must be performed within 6 months after the approval date for closure or realignment of the installation. This inventory will be used to identify personal property that may be used to support the military mission at another installation, to identify property that can be used by the LRA in their redevelopment plan, to identify ordinary fixtures, and to identify property for reuse within or outside the DoD. This

inventory is conducted on the DoD departments and tenant organizations on the installation and does not include non-DoD organizations such as other Federal agency offices, contractors working on the base, etc. (Base Closure Directorate, pp. 6.1 - 6.3, 1993).

During the inventory process, personal property may fall into one of several categories. These simple categories are established so that the property can easily be identified for transfer at a later date and have the following headings: Available for Reuse, Not Available for Reuse, Not Needed for Redevelopment, Ordinary Fixtures, Unserviceable, and Status Under Disagreement. The last category, Status Under Disagreement, is used if the installation commander and the LRA do not agree upon the designation of the particular item. In this case, the LRA will seek a final decision from the military department. It should be noted that all personal property is also further classified as either accountable or non-accountable. Items that require a continuously updated itemized inventory are accountable while those items not requiring this tracking are not. For purposes of this inventory, however, all non-accountable items which are categorized as Available for Reuse should be inventoried.

**Not Available for Reuse:**

Specific criteria has been established to determine if personal property should be classified into this category. Some of the criteria follows:

- Property is needed to maintain operations - The location of the transferring unit may not have the necessary property so it is required to maintain operations. The property may also be required at another installation for a different unit within the DoD.

- Unique Military Property - This property has no value for civilian use. Examples include museum-owned property, weapons, military heritage property, etc.
- Property stored for distribution - This mainly refers to spare parts for equipment, but property for equipment that will be left at the installation is not included.
- Property needed at another Federal agency - This includes property that meets the requirements of an authorized program that would normally be purchased anyway.
- Property not owned by the military department - The most common example is Non-Appropriated Fund (NAF) property. The reason is that NAF property is purchased with funds generated by Government employees and their dependents. For instance, profits from the post exchange (base shopping center) are used to purchase NAF property.

**Not Needed for Redevelopment:**

In this case, the LRA (not the military department) states that the property is not required for the redevelopment of the community. This may occur during the site visit of the installation for the viewing of all the personal property or it may occur if the LRA does not include the property in the redevelopment plan.

**Methods to Transfer Personal Property:**

Many laws and regulations have been established which dictate the different ways in which the personal property can be transferred to another entity. Several of these methods are summarized below (OASD for Economic Security, pp. 4.4 - 4.15, 1995):

- Sponsored Public Benefit Conveyances - The sponsoring Federal agency transfers the property in accordance with its rules for its authorized programs. Such programs may be in the areas of education, public health, recreation, etc. In general, Public Benefit Conveyances are authorized to be included in the real property conveyance.
- Approved Public Benefit Conveyance - Personal property is transferred directly to the approved recipient. These recipients may be non-Federal correctional facilities, historic monuments, or power transmission lines.
- Homeless Assistance Conveyance - Personal property for homeless assistance is included in the redevelopment plan which is submitted to HUD. Once approved, the property is transferred from the military department to the LRA or homeless assistance provider. The property is transferred at no cost.
- Negotiated Sales - These are sales to public entities which must be at no less than fair market value.
- Public Sale Combined with Real Property - In this case, the personal property and real property are considered an economic unit and are sold together as such.
- Personal Property Economic Development Conveyances - This is used if it is necessary for the effective implementation of the redevelopment plan. This type of EDC, which offers great assistance in aiding the economic recovery of the community, may be conveyed at or below fair market value or at no cost. As a result, if it is used, the military department must justify why the property cannot be conveyed by one of the other methods mentioned. A lengthy application process by the LRA is associated with this conveyance and many conditions must be met if it is approved.

- Sale and Donation of Surplus Personal Property - Personal property that falls into this category was not requested by the LRA in their redevelopment plan and was not claimed by the military department. The property is sent to the disposal agent for the DoD known as the Defense Reutilization and Marketing Office (DRMO). At DRMO, the property is then sold. If it doesn't sell, then it is donated, with priority given to the LRA and the local community.

It must be noted that the responsibility of the personal property remains with the installation until it is transferred. As a result, strict inventory controls must be maintained. Also, although existing inventories most likely already exist, they should not be relied upon as they are probably not accurate. This may not be the case for all installations but the bottom line is that an accurate inventory is essential to a smooth process (Base Closure Directorate, p. 6.3, 1993).

## Leasing for Reuse

The leasing of property before the actual closure or realignment date can have many advantages including helping the local community in their economic recovery and saving the DoD in caretaker costs. Before discussing the process for leasing a given property, the three different types of leases are explained:

1. Interim Lease: As the name implies, this type of lease serves short-term purposes. It can last up to 5 years with options to renew. This lease is usually used before final disposal decisions for the property have been made. The termination of the lease usually corresponds with the time that final reuse and disposal decisions are implemented. It is possible, however, that the lease could convert into a long-term lease or deed transfer.
2. Lease in Furtherance of Conveyance: With this lease, the final disposal decision for the property has been determined and the lease is to the entity that has been identified. An EBS and a FOSL must also be completed before the lease can occur. This lease will terminate upon the accomplishment of a deed transfer.
3. Master Lease: This simply refers to the main lease instrument for the entire installation. The above two lease types will fall under this broader category of lease.

### Leasing Guidance:

As previously stated, the main purpose of leasing is to help the local economy recover in support of their redevelopment plan. The military department, in entering into these leasing agreements, must ensure that environmental cleanup activities will not be

impacted, the military mission of the installation will not be impacted, and that applicable real estate and homeless assistance requirements are met. One must remember that leasing from BRAC installations is different from leasing in the private sector. Some of the common lease provisions that are incorporated in the contract are the term of the lease, disputes clause, termination, environmental baseline survey, and consideration.

Many guidelines have been established for interim leasing. Some of the more important points are described below:

- Interim leases are normally reserved only for the LRA. In the absence of an LRA, property may be leased to the local government, a local redevelopment agency or a State redevelopment agency. Leases to other entities are made in rare cases.
- Special provisions may be included in the lease agreement to prevent impacts to the operations of the base or to environmental cleanup activities.
- If a notice of termination is required, the lessee must vacate within 30 days. Reasons for termination include non-compliance with the provisions of the lease or if the President declares a national emergency and the property is needed.
- The monetary consideration for the lease may be less than fair market value when a public interest will be served. In general, these public interests refer to helping in the economic recovery of the community and supporting the LRA's redevelopment plan.
- The lessee may make improvements to the leased property if no adverse effects will result. These improvements, however, will become the property of the United States.

Under the interim lease, the lessee may want to sublease to a separate party. This is not a problem as long as the sublease is consistent with the original terms negotiated in the lease. The military department will conduct all leasing issues with only the lessee. The

lessee has the discretion to negotiate different amounts with the sub-lessee but, once again, the provisions cannot change.

The guidelines for leasing in furtherance of conveyance have some subtle differences from the above guidelines established for interim leases. Remember that this lease type is used when the deed transfer cannot be made to the ultimate transferee because of an outstanding issue, usually an environmental remedial action that is not complete. The lease may be for a term greater than 5 years and is terminated when all requirements have been met so that the deed can be transferred. The use of the property must be consistent with the disposal decision, which is a little different than interim leases which states that the use must be compatible with the LRA's redevelopment plan.

Finally, there are certain environmental guidelines that must be followed by leasing activities. These guidelines include the following:

- NEPA requirements must be met for all leases. Requirements would be met through findings such as FONSI, EIS, or categorical exclusion.
- Determinations for proper conformance of cultural resources, air quality, and natural resources. The lease will include required restrictions.
- An EBS and FOSL are required prior to any lease.
- Based upon the EBS, a report will be prepared which documents the environmental conditions. This report will be signed by the lessee and lessor.

**General Leasing Process:**

After a party expresses interest in leasing the property, they are given information on the application process. This application requests information so that determinations can

be made in reference to factors such as financial capability, compatibility with the redevelopment plan, and other background information. The military department reviews the application and either accepts, rejects, or requests that it be revised.

The next part of the process concerns environmental issues. The military department must ensure that the proposed property for lease is environmentally safe for leasing purposes and/or that this lease will not impact any environmental cleanup activities that may be underway. EPA is often consulted in making these determinations and a FOSL should be issued.

If the environmental actions previously discussed are not a problem then the military department and lessee can negotiate the lease. Negotiations will specify the amount of the lease, as well as the terms and conditions of the lease. After all the required paperwork is finalized, the lease can be signed and required notices issued (OASD for Economic Security, pp. 5.1 - 5.12, 1995).

## Maintenance of the Installation

Maintenance and utility costs of an installation often comprise a large portion of the operating budget. With this in mind, it becomes very obvious that the mindset of the military department for the closing installation is to decrease these costs as quickly as possible. This is the prudent business decision. The military, however, does not take this approach. Although it is important to cut these costs, it is accomplished in a systematic manner that fully supports the local community in their efforts to reuse the base for their purposes.

Shortly after the base has been approved for closure, the military department and the LRA will meet to discuss reuse plans and the required levels of maintenance. Initial maintenance levels, which cannot exceed the level maintained at the time of approval for closure, will be determined and will be based on factors such as:

- The reuse of the property as defined in the LRA's redevelopment plan and the anticipated date of reuse.
- The anticipated costs of continued maintenance.
- The types of maintenance and common services requested.

The military department has established a process for determining these initial maintenance levels. This process is explained to the LRA during initial meetings. The development of the maintenance levels is based upon the projected time until the facility will be reused, the required operational status of the facility and the effort to maintain it at that status, and climatic conditions in the facilities.

**Maintenance Period:**

In reference to the length of maintenance periods, the military department has set specific time-frames. For cases in which reuse has not already been accomplished, the maintenance period will continue for one year after operational closure of the base or 180 days after the NEPA analysis and decision making for the property, whichever is the later. The maintenance period may be extended if it is determined that the LRA is actively implementing a plan and it can be justified that ceasing maintenance would adversely affect their efforts. Past closures have already indicated that maintenance periods will most likely extend beyond the periods specified above. Upon execution of reuse, the maintenance will become the responsibility of the property recipient. Reuse may start at the beginning of a lease (either an interim or furtherance of conveyance) or the transfer of deed. Also, in order to prevent costly damage to expensive operating systems, care must be taken to properly analyze and shut-down utilities such as water treatment plants, sewage treatment plants, electrical supply plants, etc.

**Maintenance Responsibility:**

The responsibility for maintenance and protection of the installation infrastructure may fall into several different parties and is usually dependent upon the status of the property at that given time. Prior to closure of the installation, maintenance is the responsibility of the active military mission present. The exception to this rule is in the case of property that has already been leased to some entity. In this case, the lessee has the responsibility for their leased area. After closure of the installation, but before disposal, the initial maintenance levels are incorporated as defined by the LRA and the military department

for the specified periods already discussed. The responsibility for this maintenance is no longer the active military as they are no longer present. Several possibilities exist to handle the maintenance such as a caretaker contract (funded by the military), a cooperative agreement with the LRA (reimbursed by the military), or a support agreement with another military organization. After the specified maintenance period ends, the initial levels are reduced to minimum maintenance levels. Finally, after disposal of the property, the military department will not fund any maintenance as it becomes the responsibility of the new recipient or transferee.

**Actual Maintenance Provided:**

The day-to-day maintenance requirements for a base require a tremendous amount of time and effort. The maintenance activities that will be performed after closure will be discussed between the military department and the LRA and will include such activities as elevators, grounds, pest control, roads, and some building inspections. For the most part, any new construction in the areas of improvements and/or alterations will not be accomplished as this is not considered maintenance. The exception to this rule may occur if the construction modifications are for the purpose of protecting public health and safety.

Another maintenance activity that is essential deals with utility systems. These systems include electricity, sewer, water supply/treatment, gas, and communication lines. It is the goal of the military department to transfer the responsibility of these systems to the LRA, or other private concern, as soon as possible after operational closure of the base. This actually works to the advantage of both parties involved. For the military,

excessive caretaker costs will be avoided. For the recipient, they can take over the systems and continue to provide the utilities for their new tenants. The military department will not obligate any funds toward the improvements or major repairs to these systems. The transfer is on an "as-is" condition. If the utility systems are not transferred, the maintenance levels performed by the military department will be at the minimum level required to sustain caretaker operations. The period of maintenance for utility systems is the same as discussed previously for other maintenance activities (OASD for Economic Security, pp. 6.1 - 6.12, 1995).

## Economic Development Conveyances (EDC)

The closure of a military installation can have a devastating effect on the economic well-being of the surrounding community. This section will provide a comprehensive discussion on the EDC as this is a valuable tool used by communities in an effort to spur economic development and create jobs. In discussing the procedures associated with the EDC, one should remember that no specific guidance has been established that must be followed. For instance, the application process, the application review, and the payment terms can be accomplished as determined suitable by the military department and the LRA involved.

The EDC is most often used when the LRA cannot accomplish its redevelopment plan uses through the other Federal property transfer authorities and the LRA wants to obtain property to start creating jobs. It should be noted that an EDC is eligible only to an officially recognized LRA. The LRA is officially recognized by the Secretary of Defense through the office of Economic Adjustment in the Office of the Assistant Secretary of Defense for Economic Security. As a result, applications submitted by other parties will not even be considered. Also, it stands to reason that the EDC cannot be submitted before the creation of a redevelopment plan by the LRA.

### EDC Application:

The application process can be a very cumbersome affair for the LRA but they may receive assistance/information through the community planning process and DoD technical/financial resources. The application is the official request from the LRA for the

property and, at the same time, satisfies certain statutory requirements for the military department under Title XXIX of the National Defense Authorization Act for Fiscal Year 1994. The EDC application must be submitted no later than one year after the date of closure or one year from submission of the redevelopment plan. Only one EDC application is submitted per installation so the LRA must carefully consider the amount of property they want for redevelopment purposes. Also, the LRA will not be permitted to request only areas of property with high-value facilities. In effect, they must be prepared to take the good with the bad.

Much of the contents of the application have already been researched or even submitted to the military department in some form (ex. the redevelopment plan). The basic contents of the application are as follows:

- A full description of the plan to include the property requested, the intended purpose, the economic impact of the closure, and how the EDC complies with the redevelopment plan.
- An analysis of the economic recovery potential for the community from this EDC. New job creation should be discussed from both short-term and long-term aspects.
- Economic analysis - This portion of the application will contain all the money matters. A financial feasibility study should explore the costs required for development and the payment required to the DoD. A market analysis will be conducted to closely examine the property as compared to similar property in the area.
- Costs and justification associated with any alterations, modifications, or improvements of the property.

- Financial strategies in terms of investments, investors, or other financial interests that are planned to finance the project.
- A statement which explains the necessity of the EDC as opposed to using other Federal property transfer authorities.

An important part in the EDC process is an accurate valuation of the property. The military department is required by statute to accomplish this task and the LRA needs to do the same as part of the application. As both parties need to prepare this valuation, they are encouraged to meet and discuss needed valuation assumptions and format, with the end goal of forming agreements on these issues so that the review process will be somewhat easier in this regard.

The review of the application is performed by the Secretary of the military department. The criteria are not specific but there are some very obvious factors that will be considered. Components such as the extent of short and long-term job generation, financial abilities, economic benefits for the DoD, and consistency with the redevelopment plan will be considered. The main point is that this tool is being used as a catalyst for economic recovery to the local community. If approved, the EDC application will form a part of the leasing documentation if a lease in furtherance of conveyance is required.

**Terms and Conditions of the EDC :**

Title XXIX of the National Defense Authorization Act for FY 1994 requires that the military department receive consideration for property under the EDC. Of course, every base is different in regards to its value based upon its size, location, existing

infrastructure, etc. The market value analysis that was completed by both parties can be used to determine a fair and reasonable price for the property. Once again, the military department is very flexible in defining the terms and conditions of payment. The type of payment used, the schedule, and other financial dealings are all negotiable. The goal is to receive consideration that is within the estimated range of the current fair market value of the property. If the military department settles for consideration that is below the estimated range of fair market value, strong justification is required. In such cases, justification is usually that this was necessary to foster local economic redevelopment and job creation. The LRA must be able to demonstrate that this discount was needed. The financial information gathered for the EDC application should suffice for this purpose.

**Financing:**

As mentioned several times already, the military department is very flexible in determining the terms of payment. The only issue is that the military department wants to select an arrangement that ensures that the payment will be delivered at some point in the future. Several types of arrangements may be considered (OASD for Economic Security, pp. 7.2 - 7.14, 1995).

- Cash Payment - This would be received at the time of transfer. This would be the ideal case for the military department because no further accounting or tracking would be needed after the transfer. The LRA would provide a cash payment if they were able to establish a more favorable payment plan with another entity. This type of transaction is not likely because the military department is willing to be very flexible in its terms.

- Deferred Payment - As the name implies, a deferred payment is simply a future payment that allows for a lapse of time to pass before it is due. The terms of the agreement will be negotiated as there are many different ways that the payment can be structured. In all cases, a Note must be executed. A Note is a promise to pay another party a certain amount of money at a future date.
- Cash Flow or Net Profit - In these two separate cases, the military department would receive its payments from the cash flow or net profits earned. Both of these methods for payment give a certain amount of ownership to the military department. These methods also carry with them the highest risk because there is no guarantee of future payment. On the other hand, high risk also translates into the highest potential for return.

## Personnel Management

Managing the personnel after the announcement that the installation has been approved for closure may be the toughest aspect in the entire process. Many negative affects will be viewed including disgruntled employees, low morale, denial, disruptions in the work, and lower productivity. All of these affects are to be expected and the challenge of the manager is to motivate their workers throughout the remainder of the closure process.

Managers will most likely have both military and civilian employees working for them. These two groups will view the closure from different perspectives. The majority of military personnel will be reassigned but some will have to remain to carry out the mission. These military members may feel they are being left behind in a "dead-end" job so the manager must handle this perception immediately, explaining that this job is as important as any other. Even though the base in closing, the operational mission must still be accomplished, usually until about six months prior to closing.

### Programs for Civilian Personnel:

The situation with civilian personnel will most likely be more difficult. Civilian personnel will have to make decisions that they are not accustomed to making. For example, relocation for military personnel is a way of life but this is not true for civilians. The primary means for achieving the downsizing of civilians are reduction-in-force, hiring freezes, furloughs, and voluntary actions (e.g. retirements). There are many

assistance programs available, a few of which are discussed below (Base Closure Directorate, pp. 3.2 - 3.4, 1993):

- Priority Placement: A referral system for displaced employees. The employees are given a higher priority for possible DoD vacancies.
- Defense Outplacement: This is another referral system in which electronic resumes are sent to private and non-DoD public organizations.
- Job Training: Sponsored by the Department of Labor, this training includes activities such as basic/remedial education, classroom training, occupational skill training, and on-the-job training. Eligible personnel may start up to 2 years before separation.
- Homeowner's Assistance: In cases in which the home ownership market is adversely affected due to the closure, one or two-family living units may receive financial assistance. This program applies to both military and civilian personnel.
- Voluntary Early Retirement: Customarily used for employees in surplus occupations during a RIF or reorganization, it has been expanded for individuals at other installations in order to create vacancies for the employees from the closing installation. To be eligible, a person must have 25 years of service, or have 20 years of service and be over 50 years old.
- Separation Pay: This is used for employees in surplus occupations so that vacancies would be created for individuals about to be involuntarily separated. Eligible employees may receive up to $25,000, based upon a severance pay computation.
- Unemployment Insurance: Up to 26 weeks of unemployment insurance can be collected by unemployed civilian workers (U.S. Department of Labor, p. 2, 1998).

**Suggestions for Managers:**

The fact that the base will be closing must be accepted by employees but this will be more difficult for some than others. In general, people are not receptive to change and the magnitude of change they will be experiencing will be tremendous. The challenge for management will be to keep the employees focused and motivated through this transition. A few suggestions are provided (Pritchett, pp. 2-14, 1993):

- Be a change agent - Managers must be flexible during this time of confusion, changing their routines from established ways (manage the change process).
- Keep a positive attitude - There is no other option. Matters are bad enough due to the closure. A positive attitude will help others with this difficult situation.
- Rebuild morale - Morale will sink quickly after the closure decision. This will affect productivity and, eventually, the mission that must be sustained. Give the employees attention and make them feel value. Think of innovative ways to pump morale back up.
- Be a leader - Don't just manage your people, lead them. People naturally look for someone to be their leader. Step forward and take this opportunity.
- Give psychological paychecks - Talk to employees and express gratitude for maintaining operations during these tough times. Have one-on-one conversations with workers and give them words of encouragement. Single out employees for outstanding work or send them a short note expressing thanks for their hard work. These quick and simple acts will go a long way.

## CASE STUDY: Naval Training Center (NTC), Orlando, FL

The Federal Base Realignment and Closure Commission identified NTC, Orlando for closure on July 2, 1993. The transition process started in 1995 and the final closure date is currently scheduled for April of 1999. Upon notice of the approval for the closure, the City of Orlando organized an NTC Reuse Commission and, then, initiated the development of a Reuse Plan to guide the transfer of base property and facilities to other uses that support local goals for economic and community development.

### NTC Background Information:

NTC is actually composed of four different and separate land areas which are the main base, McCoy Annex, Herdon Annex, and area C. These areas total 2,075 acres, 773 facilities, and more than 6.8 million square feet of development.

- Main Base - Located in the City of Orlando, its facilities include classrooms, offices, dormitories, and recreational areas. Area of land is 1,093 acres with 251 facilities totaling 4.5 million square feet. The base is separated into the three main commands that were present: the Recruit Training Center (RTC), the Service School Command (SSC), and the Naval Nuclear Power School (NNPS). The Naval Hospital is located on 42 acres of land on the northern part of the base. There are 3 lakes on the base. The property lacks immediate access to the region's major freeway system but has two separate arterial roads located on two sides.
- McCoy Annex - Located close to the Orlando International Airport, about 10 miles south of the main base, it includes approximately 900 residential units. The land

covers 842 acres with 478 facilities. This was a family housing area with a few community support facilities. The Air Force built 668 single family and duplex units in 1961 and the Navy built 300 multi-family townhouses in 1975. The site is 12 miles east of the Walt Disney World Resort/Attraction area.

- Herdon Annex - Located next to the Orlando Executive Airport, it includes several warehouse facilities. The property has 54 acres and is one mile south of the main base. The largest building is a modern 80,000 square foot warehouse and the remaining facilities are used for a variety of research projects by the Naval Training Systems Center. Low and medium density residential developments are located east of the site.
- Area C - Located 1 mile west of the main base, it includes several single-story warehouse facilities. The property has 46 acres. Low and medium density residential developments of high quality are located adjacent to the site.

NTC has been one of the areas top employers and revenue producers since 1969. The direct economic impact is estimated at $435 million annually. The combination of civilian and military workers totaled approximately 16,000 at its peak. It is also estimated that 72,000 military retirees live in the surrounding area, attracted from the benefits of using the Navy Hospital and other NTC facilities (BRW, pp. 12-14, 1994).

**The NTC Reuse Commission:**

This 150 member commission is comprised of an executive committee and ten functional subcommittees. The executive committee is co-chaired by the Orlando Mayor and the President of the Economic Development Commission of Mid-Florida. Each

subcommittee provides direction and review for the development of the Reuse Plan with respect to their functional areas. The ten subcommittees that were established cover the following areas: area business, aviation, economic development, education, environment, health, housing, human resources, infrastructure, and neighborhood. The executive committee allows extensive opportunities for input and review by the general public. The executive committee provides overall direction and review based on the recommendations of the various subcommittees.

Within two months of its creation, the Reuse Commission had approved an aggressive transition schedule that was coordinated with the Navy's closure plans. The Reuse Plan was initiated in January of 1994. During the same period, federal and state agencies reviewed the property for potential reuses. Also, concurrent with the development of the Reuse Plan, the U.S. Navy was documenting the results of an environmental survey of the site to be used in the development of an Environmental Impact Statement (EIS) for NTC Reuse. The Reuse Plan was finished in December 1994 and, in 1995, the EIS was completed and the City of Orlando initiated the implementation of the Reuse Plan. The transition of NTC properties to other uses started in 1996 (BRW, p. 15, 1994).

**Development of the NTC Reuse Plan:**

The first step in the development of the Reuse Plan was an inventory of the physical, environmental, and socio-economic conditions of the NTC sites and surrounding areas. A market analysis was performed to identify development trends, forecasts for the region, and feasibility of reuse of NTC facilities. This market analysis, along with other data

collected, were used to identify potential opportunities and constraints for base reuse. Based on this information, the following vision statement was established:

> "To develop a NTC Reuse Plan that provides for an economic and social benefit to Central Florida at least equal to that of the Naval Training Center; and to provide for new uses, transportation systems and an urban form that will take advantage of the strategic economic development potential of the training and health facilities, recreational amenities, housing and other facilities on the NTC properties, and that will be compatible with the neighborhoods and commercial districts surrounding the NTC properties."

Numerous alternative reuse plans were developed which were ultimately narrowed down into a single plan. This final plan considered many factors including: land use compatibility, economic impact, infrastructure needs, transportation needs/impacts, urban design principles, and open space needs/issues (BRW, pp. 41-47, 1994).

**Community Involvement:**

A very important aspect that cannot be overlooked in the development of the Reuse Plan is participation from the local community. The Reuse Commission and the City of Orlando made a strong commitment to ensure that public participation and communication were encouraged and incorporated into the process. This was accomplished in the following ways (BRW, pp. 20-21, 1994):

- Public Forums - Several public forums were held throughout the course of the plan development process. The public was briefed on the progress of the plan and written and verbal comments were recorded and used to further refine the plans.

- Executive Committee Meetings - These meetings were open to the public. Also, public comment could be submitted directly to the committee.
- Subcommittee Meetings - These meetings were also open to the public and comments were solicited and addressed.
- Newsletter - A series of newsletters were distributed to inform the area's residents of the progress of the development plans and to notify the public of future meetings.
- News Stories and Press Releases - Numerous articles and local television reports were produced to keep the public informed and up-to-date.
- Briefings to Groups - There have been numerous special briefings for various neighborhood and interest groups.
- Citizen Letters - Individual letters from the local community were encouraged and were given a timely response.

**Other Important Aspects Considered:**

As one might imagine, many detailed studies were conducted in a variety of areas in the development of the Reuse Plan. All of these details are not included in this report but this section briefly describes some of the areas investigated (BRW, pp. 22-33, 1994):

- Physical conditions - This area first investigated the conditions of existing buildings and facilities. It revealed many facilities built in the 1940s that are in need of demolition so that the real estate can be more effectively used. Most of the buildings constructed from the 1970s - 1990s were found to be in good condition and were worked into the Reuse Plan. Transportation facilities were next investigated. The average daily traffic through the main base is approximately 26,000 vehicles and the

Navy Hospital averages 6,400 vehicles per day. The regional transit system serves the main base and Herdon Annex. The final area investigated in this category was utilities and infrastructure. It was discovered that the on-site utilities are old and in need of replacement. Also, the existing off-site infrastructure is capable of handling the increased levels of service without major modifications.

- Environmental - This area first investigated and mapped the natural environmental features present. An ecological study was conducted to investigate aspects such as vegetation communities, wildlife habitat, state/federally listed species, and plant community features. Two city owned parcels were also investigated for potential environmental hazards. Both areas were former wastewater treatment sites and results from both areas indicated that no restrictions were necessary on the property.
- Economic/Market Conditions - Market evaluations were conducted in the areas of office, industrial, high technology, retail, hotel, education, medical, recreation and residential. Overall, a highly favorable trend for mixed-use development was concluded for the base properties (BRW, 1994).

**Environmental Baseline Survey (EBS):**

The purpose of the EBS is to provide information about the overall environmental condition of NTC, Orlando. An EBS is required before any DoD property can be sold, leased, transferred, or acquired. The information from this report will be used in the development of the BRAC Cleanup Plan (next section below). All of the facilities and parcels were categorized into seven categories. A description of these categories and the results of the 592 facilities and open areas that were surveyed at NTC are now provided:

| Category | Description | NTC Locations | Acres |
|---|---|---|---|
| White | No storage, release, or disposal of hazardous substances or petroleum products has occurred. | 235 | 1348 |
| Blue | Storage of hazardous substances or petroleum products has occurred. | 69 | 145 |
| Light green | Storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred but at levels not requiring remedial action. | 0 | 0 |
| Dark green | Storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred, and all remedial actions have been taken. | 1 | 21 |
| Yellow | Storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred. Remedial actions are in the process but all required actions have not occurred. | 2 | 21 |
| Red | Storage, release, disposal, and/or migration of hazardous substances or petroleum products has occurred but required actions have not occurred. | 25 | 104 |
| Grey | Areas requiring additional evaluation. (ABB, 1994) | 260 | 438 |

The total funds required for the complete environmental restoration of NTC is estimated at $25.5 million. As of figures printed in March of 1998, $12,892,000 had been funded, leaving an additional $12.6 million required to complete all actions (Pirie, pp. 5.155 - 5.156, 1998).

**BRAC Cleanup Plan (BCP):**

In conjunction with the development of the Reuse Plan, the Navy contracted with a private environmental firm in order to produce a BCP. The function of the BCP is to

summarize the status of environmental programs on NTC and to present schedules and strategies for completing restoration/compliance program requirements. The compliance program for NTC, Orlando was categorized into operations related compliance programs and closure related compliance projects. In both cases, the main environmental components discussed were in the areas of storage tanks, hazardous waste management, solid waste management, asbestos, polychlorinated biphenyls, radon, oil water separators, air emissions, pollution permits, lead based paint, and lead in drinking water. Based on all the data that was collected, a final installation-wide environmental restoration and compliance strategy for NTC was developed. This information dictated the possibilities for the disposal of properties on the base and was integrated into the Reuse Plan (Manning, pp. 3.9 - 3.30, 1995).

**The Final Plan:**

After producing several alternatives, a final plan was achieved for each of the areas. This section will briefly discuss this plan.

- Main Base - The plan demonstrates a nice balance between retail, office, business park, and residential usage. It utilizes most of the existing facilities within two large business park land uses and adds a large cross-section of residential units covering a variety of housing densities. A village center is introduced with limited retail and office, instead showing a high density residential component. Residential units are planned in the area of the existing 18-hole golf course.
- McCoy Annex - The plans for a multi-modal transportation facility are introduced. This facility incorporates warehouse/distribution, shipping/receiving,

etc so that goods can be shipped in, modified, and reshipped. This plan also utilizes the existing residential units.

- Herdon Annex - As this area is located adjacent to the Orlando Executive Airport, this annex is planned for aviation uses.
- Area C - The plans indicate that the property will be utilized for warehouse and industrial uses.

The existing utilities at the main base and McCoy Annex will require major additions and upgrades to support the Reuse Plan. For example, the main base will require 18,000 LF of water lines, 41,000 LF of stormwater drainage, 42,000 LF of sanitary sewer lines, 1,500 LF of natural gas lines, two sanitary sewer lift station rehabilitations, and two culvert bridges. In addition to utility system improvements, several transportation system improvements will also be required. At the main base, this will include four additional site access points. Appendix B contains the site map of the reuse plan for the main base (BRW, pp. 61-66, 1994).

**Reuse Plan Evaluation: Economic and Financial**

As anticipated, costs associated with the redevelopment of the main base will be extensive and are estimated to total over $46 million over a 20 year analysis period. It is projected to take about 5 years to post a positive net value (revenues minus costs) for the city. After that point, the positive net values increase quickly and are projected to be $11 million in 2005, $23 million in 2010, and $24 million in 2015.

In terms of providing jobs to the local community, the outlook is tremendous. The main base is expected to generate 12,100 jobs at the completion of the redevelopment and

the other areas will provide an additional 3,400. These jobs are anticipated to generate annual wages of $406 million and, in addition, local taxes from these salaried workers will contribute $31 million. Assuming full occupancy of the site, the overall economic impact to the local community is estimated at $1.35 billion in economic output (BRW, pp. 157-159, 1994).

**LRA Implementation of the Reuse Plan:**

Included in the Reuse Plan are the areas that have been slated for public benefit property conveyances. This means the military department works directly with these Federal agencies to transfer the property. The agencies involved include: the Defense Finance and Accounting Service, the Veterans Administration for the hospital, U.S. Customs, the Naval Air Warfare Command, U.S. Army Reserve Center, and the Florida National Guard. The overall strategy is to make property transactions with economically viable tenants through public benefit conveyances and, then, to obtain the remainder of the property through an Economic Development Conveyance to the redevelopment authority. The redevelopment authority would then act as a master developer for the property, making all decisions based upon the Reuse Plan (BRW, pp. 165-172, 1994).

## Conclusions and Recommendations

The Base Realignment and Closure Committee (BRAC) was organized in the mid 1980's due to the shrinking military forces and increasing defense deficit. Their mission was to make recommendations to Congress on the military installations that were no longer needed or that could be reorganized to operate more efficiently. As a result, base closures were approved for realignment/closure in 1988, 1991, 1993, and 1995. The closing of these installations is estimated to cost about $23 billion over the period from 1990 - 2000 (United States General Accounting Office, 1997). Starting in the year 2000, the savings are anticipated to be $3.1 billion per year (Powers, p. 6, 1993).

The closure process can take up to 6 years from the date of approval. It is in the best interest of all parties involved to close the base in a timely fashion. This enables the local community to recover from this great loss by reusing the property to foster economic growth and recovery as soon as possible. From the military point of view, the quicker that the base is transferred to the local community, or another entity, the sooner that costs can be saved.

There are many areas that must be considered in closing an installation but the ones that will require the most attention deal with the environment, property, and personnel. The environmental aspects may be the most important because the land must meet specified requirements before it can be transferred. Of the billions of dollars mentioned above for closing costs, a solid percentage is a result of required environmental actions. As these costs have been so extensive, a BRAC funding account was established to keep

an accurate account of the money obligated to such remediation efforts. From 1993 - 1997, the amount of funding allocated for BRAC installations has been in excess of $3.1 billion and the funds allocated for 1998 - 1999 are in excess of $1.5 billion. It is estimated that an additional $2.4 billion is still required (Goodman, pp. 28-29, 1998). In reference to property, the discussion deals with real and personal property. Real property includes items that are not movable such as facilities and land, while personal property deals with movable items such as desks, computers, chairs, etc. Many methods and agencies are available to transfer the property and the process starts soon after the announcement that the base has been approved for closure. The third area mentioned that will require a vast amount of time is personnel. Both the military and civilian workers will respond to the news of the closure of the installation. A greater reaction will most likely occur with the civilian workforce. This will cause a great amount of uncertainty and the job of the mangers will be extremely challenging. The installation must remain operational and perform its designated mission until the actual closure date so managers must be able to motivate the workers through this difficult period.

Some of the parties involved in the closure process include the Local Redevelopment Authority (LRA), the military department, the military installation, the Restoration Advisory Board, the BRAC Cleanup Team, and numerous other state and federal agencies. As a result, in order for the closure process to proceed smoothly, clear lines of communication must exist between all the parties involved. The amount of interaction between the different parties will vary from time to time but when it is necessary, the ability to communicate effectively will be critical to the process advancing efficiently.

The NTC, Orlando case study emphasizes an important lesson in the sequencing of a base closure. In terms of the transfer of property, the military department has two main options:

1. Prepare all the property for transfer and make the effective date of the transfer coincide with the actual date of closure.
2. As the property becomes available, transfer it to the appropriate entity as soon as possible.

Each option has its own advantages and disadvantages. For the first option, these points are summarized as follows:

- There would be no interference in carrying out the operational mission with the new property transferee.
- No agreements or paperwork necessary for temporary leases would be required. For example, if the property were transferred before the base closed, the military would have to execute a lease in order to continue to perform its required mission.
- Caretaker costs would be required after the base closure date until the property was properly transferred. After transfer, the new entity would assume the responsibility.

For the second option, the following points could be made:

- The local community can start using the property as soon as possible, aiding in their economic recovery.
- Caretaker costs would be minimized upon closure of the installation.
- The new property owner may interfere with ongoing operations at the installation.
- An enormous amount of paperwork for leases may be required.

The above points are very important and each installation to be closed must carefully study these two options before making a decision. NTC, Orlando proceeded with option 2 and had difficulties along the way, mainly in the area of the property lease situation. These difficulties may be worth the effort saved in caretaker costs but the point is that there are choices to be made in closing down an installation and this is just one of them.

Although 97 installations have been approved for closure, and many others for partial closure and realignment, the DoD recognizes that there is still a great amount of work to be done. Many aging installations still exist that are not necessary but cost large amounts of money to continue to operate and maintain. This issue was addressed in the 1997 Quadrennial Defense Review (QDR). The main purpose of this review is to assess defense strategy, programs, and policies. The issue of future base closures was also discussed in the review, resulting in a recommendation to Congress to authorize two additional base closure rounds in 1999 and 2001. The Congressionally mandated board tasked with reviewing the QDR endorsed the recommendation so it is possible that more closures are on the horizon.

In all of the literature researched for this report, it was discovered that the savings from base closures were not easy to find or were not consistent among the different sources. The DoD also recognizes this to be a problem. One of the reasons for this problem is that the DoD's accounting system is designed to track expenses and disbursements, not savings. Also, commands of the various bases being closed were not required to report annual savings. As a result, it has been difficult to maintain accurate records on the overall process. Procedures must be put in place to capture this important data for future closure rounds. This information is needed to justify closure decisions and

to help show the impact on the tremendous defense deficit (United States General Accounting Office, 1997).

Finally, when approaching the task of closing down an installation, it is most important to keep an open mind and have a positive attitude. Much of the guidance is provided only as a reference so many decisions will have to be made based upon the given circumstances. There will be a lot of flexibility in these decisions and textbook answers will not be found in some manual. Remember that a lot of support is available and it should be used as necessary.

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# APPENDIX A:

# MAJOR CLOSURE DECISIONS FOR

# BRAC 1988, 1991, 1993, 1995

| Army | Navy | Air Force | Defense Logistics Agency |
|---|---|---|---|
| **1988** | | | |
| Presidio of San Francisco, Calif.<br>Fort Sheridan, Ill.<br>Jefferson Proving Ground, Ind.<br>Lexington Army Depot, Ky.<br>Army Material Tech Lab, Mass.<br>Fort Douglas, Utah<br>Cameron Station, Va. | Philadelphia Naval Hospital, Pa.<br>Naval Station Galveston, Tex.<br>Naval Station Lake Charles, La.<br>Naval Station Brooklyn, N.Y. | Chanute Air Force Base, Ill.<br>Mather Air Force Base, Calif.<br>Pease Air Force Base, N.H.<br>George Air Force Base, Calif.<br>Norton Air Force Base, Calif. | |
| **1991** | | | |
| Fort Benjamin Harrison, Ind.<br>Fort Devens, Mass.<br>Ford Ord, Calif.<br>Sacramento Army Depot, Calif. | Hunters Point Annex, Calif.<br>Tustin Marine Corps Air Station, Calif.<br>Chase Field Naval Air Station, Tex.<br>Moffett Naval Air Station, Calif.<br>Naval Station Long Beach, Calif.<br>Naval Station, Philadelphia, Pa.<br>Philadelphia Naval Shipyard, Pa.<br>Naval Station Puget Sound, Wash.<br>Naval Electronic Systems Engineering Center, San Diego, Calif. | Bergstrom Air Force Base, Tex.<br>Carswell Air Force Base, Tex.<br>Eaker Air Force Base, Ark.<br>England Air Force Base, La.<br>Grissom Air Force Base, Ind.<br>Loring Air Force Base, Maine<br>Lowry Air Force Base, Colo.<br>Myrtle Beach Air Force Base, S.C.<br>Richards-Gebaur Air Reserve Station, Mo.<br>Rickenbacker Air Guard Base, Ohio<br>Williams Air Force Base, Ariz.<br>Wurtsmith Air Force Base, Mich.<br>Castle Air Force Base, Calif. | |
| **1993** | | | |
| Vint Hill Farms, Va | Marine Corps Air Station El Toro, Calif.<br>Naval Hospital Oakland, Calif.<br>Naval Air Station, Cecil Field, Fla.<br>Naval Air Station Agana, Guam<br>Naval Electronics Systems Engineering Center, St. Inigoes, Md.<br>Naval Station Charleston, S.C.<br>Naval Station Mobile, Ala.<br>Naval Air Station Alameda, Calif.<br>Naval Station Treasure Island, Calif.<br>Naval Aviation Depot Pensacola, Fla.<br>Naval Air Station Barbers Point, Hawaii<br>Naval Station Staten Island, N.Y.<br>Naval Air Station Dallas, Tex.<br>Mare Island Naval Shipyard, Calif.<br>Naval Aviation Depot Alameda, Calif.<br>Naval Training Center, San Diego, Calif.<br>Naval Training Center Orlando, Fla.<br>Naval Air Station Glenview, Ill.<br>Charleston Naval Shipyard, S.C.<br>Naval Aviation Depot Norfolk, Va | Homestead Air Force Base, Fla.<br>Plattsburgh Air Force Base, N.Y.<br>O'Hare International Airport Air Reserve Station, Ill.<br>Gentile Air Force Station, Ohio<br>K.I. Sawyer Air Force Base, Mich.<br>Newark Air Force Base, Ohio | Defense Personnel Support Center, Pa. |
| **1995** | | | |
| Fort McClellan, Ala.<br>Fort Chaffee, Ark.<br>Oakland Army Base, Calif.<br>Fitzsimmons Army Medical Center, Colo.<br>Savanna Army Depot Activity, Ill.<br>Fort Holabird, Md.<br>Fort Richie, Md.<br>Bayonne Military Ocean Terminal, N.J.<br>Seneca Army Depot, N.Y.<br>Fort Indiantown Gap, Pa.<br>Fort Pickett, Va. | Naval Air Facility, Adak, Alaska<br>Naval Shipyard, Long Beach, Calif.<br>Fleet Industrial Supply Center, Oakland, Calif.<br>Ship Repair Facility, Guam<br>Naval Air Warfare Center, Aircraft Division, Indianapolis, Ind.<br>Naval Surface Warfare Center, Crane Division Detachment, Louisville, Ky.<br>Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Md.<br>Naval Air Station, South Weymouth, Mass.<br>Naval Air Warfare Center, Aircraft Division, Warminster, Pa. | McClellan Air Force Base, Calif.<br>Ontario International Airport Air Guard Station, Calif.<br>Roslyn Air Guard Station, N.Y.<br>Bergstrom Air Reserve Base, Tex.<br>Reese Air Force Base, Tex. | Defense Distribution Depot Memphis, Tenn.<br>Defense Distribution Depot Ogden, Utah |



Source: DOD.

# APPENDIX B

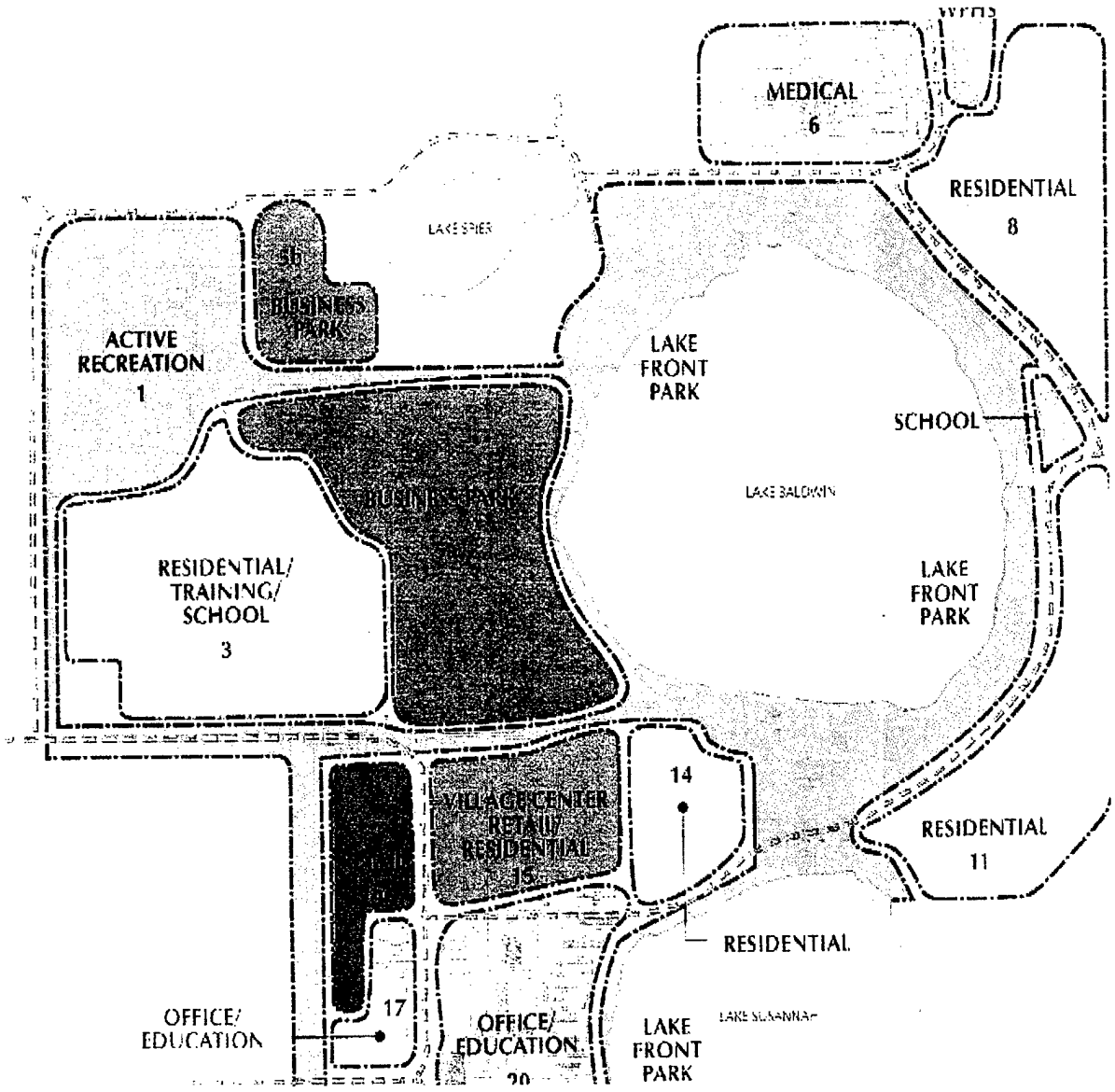
## Reuse Plan

## NTC, Orlando, FL

## (Main Base)

# Naval Training Center, Orlando, FL

## Redevelopment Plan (Main Base)




**(BRW, p.61, 1994)**